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Country programme recommendation**

Lebanon

Addendum

Summary

The present addendum to the country note submitted to the Executive Board at its first regular session of 2001 contains the final country programme recommendation for Board approval.

It contains a recommendation for funding the country programme of Lebanon, which has an annual planning level of $1,000,000 or less. The Executive Director *recommends* that the Executive Board approve the amount of $3,035,000 from regular resources, subject to the availability of funds, and $5,000,000 in other resources, subject to the availability of specific-purpose contributions, for the period 2002 to 2006.

* E/ICEF/2001/12.

** The original country note provided only indicative figures for estimated programme cooperation. The figures provided in the present addendum are final and take into account unspent balances of programme cooperation at the end of 2000. They will be contained in the summary of recommendations for regular resources and other resources programmes for 2001 (E/ICEF/2001/P/L.73).

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Basic data[a] *(1999 unless otherwise stated)*	
Child population (millions, under 18 years)	1.3
U5MR (per 1,000 live births) (2000)	32
IMR (per 1,000 live births) (2000)	28
Underweight (% moderate and severe) (1996)	3
Maternal mortality ratio (per 100,000 live births) (1984)	100
Literacy (% male/female) (2000)	92/80
Primary school attendance (% net, male/female) (2000)	98/98
Primary school children reaching grade 5 (%) (1998)	91
Use of improved drinking water sources (%) (2000)	100
Routine EPI vaccines financed by Government (%)	100
GNP per capita (US$)	3 700
One-year-olds fully immunized against:	
Tuberculosis	.. per cent
Diphtheria/pertussis/tetanus	94 per cent
Measles	88 per cent
Poliomyelitis	94 per cent
Pregnant women immunized against tetanus	.. per cent

[a] Excerpted from the publication "Progress since the World Summit for Children: A statistical review", prepared as a supplement to the Secretary-General's report "We the children: End-decade review of the follow-up to the World Summit for Children" (A/S-27/3), and therefore may differ from data contained in the text of this document.

The situation of children and women

1. Lebanon witnessed a steady decline of infant and under-five mortality rates (IMR and U5MR) from 35 and 43 per 1,000 live births in 1990, to 28 and 32, respectively, in 1996 (Pan-Arab Project for Child Development Survey (PAPCHILD)). Since then, the rates have stagnated, and the recent multiple indicator cluster survey conducted in 2000 (MICS-2) indicates IMR and U5MR of 26 and 33 per 1,000 live births, respectively. Reasons for this stagnation may include declining economic growth and the poor quality of public sector social services. The MICS-2 showed immunization coverage at 90 per cent for combined diphtheria/pertussis/tetanus and 88 per cent for measles. No cases of polio have been reported since 1997. Most national nutrition goals have been achieved for both boys and girls. Nearly all pregnant women have access to prenatal care and trained attendants during childbirth. The MICS-2 found no gender disparities in primary education. The net primary school enrolment ratio is 91 per cent, while 95 per cent of children reach grade five. Some 85 per cent of children aged three to five years old are enrolled in pre-school and child-care programmes. The illiteracy rate is 12 per cent (15 per cent for women).

2. However, a number of challenges remain. Neonatal mortality represents almost 75 per cent of infant deaths, indicating problems in the quality of maternal health

services and newborn care. Perinatal mortality (in the first month after birth) is estimated at 28 per 1,000 live births. There is a relatively high incidence of stillbirths at 19 per 1,000 births. Some 27 per cent of women of reproductive age and 25 per cent of children under five years old suffer from iron deficiency anaemia. The MICS-2 results show that only 27 per cent of infants are breastfed exclusively during the first four months, and that 35 per cent of infants six to nine months old are provided with timely and appropriate complementary feeding.

3. With a population estimated by the Government at 3.6 million, subnational disparities are a serious problem. IMR in the Beqaa is twice as high as in Beirut and Mount Lebanon. Immunization coverage, prenatal care and the quality of maternal and child health services also vary widely within the country. The proportion of women who do not have prenatal care is 2 per cent in Beirut and Mount Lebanon, compared to 15 per cent in the four most underserved districts. The proportion of pregnant women receiving less than four prenatal consultations is 40 per cent in these underserved districts, compared to 8 per cent in Beirut and Mount Lebanon. School enrolment rates also vary among regions.

4. The quality of public sector social services is a source of grave concern. The poor cannot afford many of the available social services, which are dominated by the private sector. About one half of the population lack health insurance. Public health facilities are limited and offer a non-standardized package of services. In public primary schools, repetition and drop-out rates, at 28 and 24 per cent, respectively, are five times and twice those in private schools.

5. The juvenile justice system suffers from lengthy judicial procedures (averaging 11 months) and limited rehabilitation opportunities. While boy offenders are separated from adult male criminals, young girl offenders are detained in the same prisons with adult female criminals. Child labour is a problem. The MICS-2 results show that 2 per cent of children between 6 and 14 years old are working, with significant regional disparities. This proportion is three and one half times higher among boys than girls. Most of the working children are unskilled and functionally illiterate. The minimum legal age for work is 14 years, but education is free and compulsory only up to 12 years. About 2 per cent of children under 18 years old are disabled; more than one half of these disabilities are preventable. Some 20 per cent of school-age children are classified as slow learners or have minor learning difficulties.

6. Youth represent an important potential force in Lebanon's reconstruction, but they face challenges linked to lifestyles, education quality and relevance, and their role and participation in public life. Gender equity is still lacking in areas such as legislation, employment, income generation and participation in political and public life. To date, 612 HIV/AIDS cases have been reported, including 198 AIDS cases. Young people are an important target group of the National AIDS Programme launched in 1989.

7. Following the withdrawal of the Israeli forces from the South and the West Beqaa in May 2000, these regions need reconstruction and rebuilding of basic services, reintegration and reconciliation among the population, creation of employment and development opportunities, capacity-building among young people, clearance of landmines, and rehabilitation and reintegration of landmine victims and survivors.

8. Lebanon embarked on a Common Country Assessment (CCA) in 1998, which has been updated annually. A first draft of the United Nations Development

Assistance Framework (UNDAF) was produced in 2000. It includes two main goals: the promotion and implementation of a rights-based approach to development; and the strengthening of governance systems in the public, private and civil society sectors. Two thematic groups to deal with these two goals were established under the chairmanship of UNICEF and the United Nations Development Programme, respectively.

Programme cooperation, 1997-2001

9. The mid-term review (MTR) acknowledged the role of UNICEF in the achievement of the national goals for children, in raising awareness about child rights, and in mobilizing resources for children from a wide range of partners. UNICEF interventions at the grass-roots level, especially in the underserved regions, contributed to national capacity-building. Such interventions and field presence have also allowed UNICEF to maintain emergency preparedness that has proved invaluable on a number of occasions. Given the high levels of social development in Lebanon, the UNICEF contribution to national achievements has been mainly catalytic.

10. The network of alliances and partnerships for children was widened to include municipalities, the private business sector and professional associations. Extensive advocacy on child rights contributed to the adoption by the Lebanese Parliament of a law on free and compulsory basic education for children until the age of 12 years, and to legislative changes in the area of child labour. Training materials on the Convention on the Rights of the Child were developed, and 200 governmental and non-governmental partners were trained.

11. The health programme supported strategic studies on the practices of midwives operating outside hospitals; the quality of maternal health services provided at health care facilities and the degree of "mother-friendliness"; perinatal morbidity and mortality among mothers and newborns; and the impact of the cost of health on the right to health. Such studies served to draw the attention of decision makers to the most urgent problems affecting the poor. An interministerial committee was created to address the issue of health care reform. However, no concrete results have been reached so far. The proportion of infants born in baby-friendly hospitals increased from 25 per cent in 1996 to 40 per cent in 2000. Operational research supported by UNICEF led to the initiation of a national plan for the fortification of flour with iron. Reimbursable procurement services provided by UNICEF for child immunization and essential drugs contributed to sustaining the results achieved by the country. Another achievement was the expansion of the national vaccination calendar from five to seven antigens. UNICEF also contributed to capacity-building of staff from the public sector and non-governmental organizations (NGOs). This work was commended by counterparts during the strategy meeting as it contributed to improving primary health care (PHC) services, creating job opportunities for young people and building the capacity of public nursing schools.

12. The education programme provided critical technical assistance in the reform of the first cycle of basic education (for children six to nine years old) through the integration of global education concepts into the curricula, and the introduction of child rights and health and environment education into the general school curricula. UNICEF also supported the establishment of an educational counselling system for addressing the high drop-out rates in public schools. In the area of early childhood development (ECD), UNICEF supported the adoption of a multisectoral approach

involving a number of ministries in planning and implementing interventions, and produced a series of training materials for trainers and parents.

13. In child protection issues, the programme made data on working children available in Lebanon for the first time. UNICEF supported studies on the magnitude of the child labour problem and health hazards affecting working children; established a network of three ministries and more than 22 NGOs to address child labour issues; and established a series of pilot projects that are providing working children with education and life skills opportunities in 12 regions of the country. Some 1,200 children aged 14-18 years have benefited from these opportunities. The programme also contributed to providing rehabilitation facilities for young boys at a detention centre in Lebanon.

Lessons learned from past coòperation

14. Some of the lessons learned were already presented in the country note (E/ICEF/2001/P/L.44). A key lesson is the need to replace the previous programme's vertical approach with an integrated, intersectoral approach centred on the child. Second, UNICEF should give more attention to strengthening institutional capacities for monitoring the situation of children and women and the implementation of the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women through enhanced coordination among existing sectoral data sources. Third, it was found that programme planning, implementation and monitoring were constrained by the weak institutional and managerial capacities of governmental and non-governmental counterparts, and in particular by the inadequate coordination among NGOs, which often led to wastage of efforts and duplication of work. Therefore, UNICEF will need to play a more prominent role in networking and coordination. The experience with partnerships has been positive, and UNICEF will now need to strengthen and expand these even further. Past experience suggests that UNICEF should continue to focus on improving quality and setting standards for basic services, and to maintain emergency preparedness and response capacities.

Country programme preparation process

15. The Government played a key role in the preparation of the new country programme, whose preparatory steps included the MTR, the strategy meeting, sectoral meetings and a national workshop on the major priorities for the new programme. All preparatory meetings were chaired by the Ministry of Foreign Affairs and involved all ministries concerned. Private sector representatives, in particular the two major local donors to UNICEF in Lebanon, attended the meetings. Regular interaction has been maintained between UNICEF and other United Nations agencies on issues of common concern. Of particular importance are the CCA and UNDAF processes, where UNICEF has played an active role.

Recommended programme cooperation, 2002-2006

	Estimated annual expenditure (In thousands of United States dollars)					
	2002	*2003*	*2004*	*2005*	*2006*	*Total*
Regular resources						
Child care and development	112	100	107	100	93	512
Learning	90	54	51	51	40	286
Youth empowerment and protection	60	90	93	94	100	437
Promotion of children's and women's rights	41	26	26	25	28	146
Cross-sectoral costs	304	337	330	337	346	1 654
Subtotal	**607**	**607**	**607**	**607**	**607**	**3 035**
Other resources						
Child care and development	253	275	322	344	415	1 609
Learning	140	140	175	175	222	852
Youth empowerment and protection	275	300	325	350	475	1 725
Promotion of children's and women's rights	100	100	75	75	75	425
Cross-sectoral costs	72	75	78	81	83	389
Subtotal	**840**	**890**	**975**	**1 025**	**1 270**	**5 000**
Total	**1 447**	**1 497**	**1 582**	**1 632**	**1 877**	**8 035**

Country programme goals and objectives

16. The programme of cooperation will aim to promote the full implementation of the Convention on the Rights of the Child; address disparities and promote equity in the situation of children and women; and contribute to ensuring a positive and active role for youth in Lebanese society. The programme of cooperation follows a rights-based approach that is also based on the life cycle of the child in Lebanon.

Relation to national and international priorities

17. Five major frameworks informed the development of the new programme: the overall policies adopted by the Government over the last few years; the national report of Lebanon on the end-decade goals; the CCA and UNDAF documents; the series of preparatory meetings held with counterparts; and the five organizational priorities set out in the UNICEF medium-term strategic plan.

18. The Government has committed itself over the past few years to health and education sector reforms, and UNICEF is part of the interministerial committee on health reform. Education reform has been ongoing since 1994. The Global

Education Initiative and the focus on reducing school drop-outs and improving retention are also part of the Education for All plan of the Government and its Education Strategy 2000-2015.

19. The new programme priorities are in line with the conclusions and recommendations of the end-decade goals report, which include the need to address regional disparities; the importance of collaborating with the private sector; the need to expand partnerships with civil society; and the centrality of working with the media.

20. Among the priorities identified by the CCA thematic groups are: establishing an efficient monitoring mechanism for service provision and resource allocation; improving the quality of health services; focusing on ECD, youth employment and lifestyles, and youth empowerment and participation; and enhancing the accountability and transparency of NGOs. Among the specific objectives of the UNDAF goals are: making reliable data available and accessible; clarifying the core content of the rights to education, health and environment; improving democratic and participatory processes at all stages and at all levels; and introducing legislative and policy changes as a basis for disparity reduction.

Programme strategy

21. Overall, the programme will provide inputs to policies and legislation through studies, research and field experience; promote quality assurance and standard-setting in all sectors; support the building of technical and managerial capacities of governmental and non-governmental partners; focus on interventions that benefit the most vulnerable groups; create and strengthen partnerships, especially with youth, the private business sector, civil society organizations and other United Nations agencies; and strengthen institutional capacities for monitoring implementation of the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women.

22. The programme will comprise four components. The first three are based on the life cycle of the Lebanese child, with the fourth supporting the other three. At each stage in the life cycle, priorities for UNICEF support were identified through a process that considered the magnitude of the problem at the national level; and the seriousness of consequences for the child, the interventions of other actors, the resources available and lessons learned from past experience.

23. **Child care and development**. This programme comprises two projects that aim to benefit children under six years of age, and pregnant and lactating women. The mother and child care project aims to improve the quality of services for mothers and children, and to sustain achievements in child health. This will be achieved through supporting social mobilization for immunization activities in underserved areas; building capacities in management, logistics and procurement services with a view to establishing a sustainable programme on essential drugs for PHC; supporting national planning processes, including the development of guidelines and appropriate strategies for improving the quality of maternal and neonatal care services, especially for the most vulnerable groups in underserved areas; supporting communication activities for promoting breastfeeding and timely complementary feeding; providing technical support for flour fortification and iron supplementation to pregnant women and to 6- to 12-month-old children. Partners in

this project are the Ministry of Public Health; the Ministry of Social Affairs; professional societies, including those of paediatricians and midwives; and NGOs. In maternal and neonatal care, collaboration will be maintained with the reproductive health project supported by the United Nations Population Fund (UNFPA). In the flour fortification initiative, cooperation will be strengthened with the World Health Organization (WHO), the Ministry of Economy, the Ministry of Industry, the Ministry of Agriculture and flour mill owners.

24. The early childhood care and development project aims to improve child care practices in communities, nurseries and pre-school institutions. This will be achieved through supporting the development and application of norms and standards for child care in pre-school institutions; incorporating better parenting concepts into relevant school curricula; training caregivers working in underserved areas (e.g. nursery staff, pre-school teachers and staff from the Ministries of Social Affairs, Public Health and Education); promoting better parenting concepts at the community level in underserved areas through interpersonal communication; and supporting the design of nationwide media messages on better parenting. The Ministries of Education, Health and Social Affairs will play a leading role in project implementation. Academic institutions and professional associations will be called upon for technical assistance. Alliances will also be built with the Parliamentary Committee on Children and Women to advocate for the adoption of the necessary legislation.

25. **Learning**. This programme, for children aged 6-13 years, has a single project — child learning and empowerment. The project will contribute to national efforts to provide access for all to a quality basic education, improve school retention and empower schoolchildren for the future. Through studies, advocacy and policy dialogue, UNICEF will promote the extension of the law on free and compulsory education up to the age of 15 years to close the gap with the minimum working age; and will also support the application and monitoring of this law, with special attention to the poorest children and children with special educational needs. Technical support will continue being given to be expand global education principles within the first cycle of basic education through curricula development and training of teachers, and for the promotion of healthy lifestyles through extra-curricular activities. To improve school retention, the project will equip teachers and counsellors with skills to identify and deal with potential drop-outs. In selected regions, UNICEF will assist in the training and orientation of newly established parent-teacher associations (PTAs). Such interventions will be documented and used to develop guidelines for a more systematic and nationwide approach to parental and community involvement in schools. Support will be given to building the capacity of existing referral centres for children at risk, including those with learning difficulties. The main partner in this programme is the Ministry of Education and Higher Education. Close collaboration will also be maintained with the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Ministries of Social Affairs and Public Health, municipalities, PTAs and NGOs.

26. **Youth empowerment and protection**. This programme, for the 14-18 year age group, will contribute to preparing youth for the future by equipping them with skills and knowledge. It comprises two projects. The preparing youth for the future project aims to equip working children and out-of-school youth with the skills and knowledge they need to play a positive role in Lebanese society. In particular, the project will focus on the "hidden young population", a large part of whom are girls

staying at home. This will be achieved through assessing the magnitude and causes of this phenomenon; supporting research to identify appropriate actions; supporting appropriate policy development; raising the awareness of relevant governmental, non-governmental and international organizations; and implementing pilot initiatives to benefit these children. UNICEF will work towards the institutionalization of successful innovations for providing "second chance" education and life skills opportunities to working children. The Ministries of Education, Labour and Public Health will be partners in this project, as well as the International Labour Organization (ILO), UNESCO, the private business sector, syndicates, NGOS and municipalities.

27. The at-risk youth project aims to protect and empower youth in need of special protection measures through advocacy for appropriate legislation and policies on children in conflict with the law; and technical assistance for developing and implementing measures to rehabilitate and re-educate these children, including education on basic life skills and healthy lifestyles. The main partners are the Ministry of Social Affairs, the Ministry of Justice and NGOs. UNICEF will also work with the National Office for Employment to grant training certificates to re-educated children and facilitate their integration into society.

28. **Promotion of children's and women's rights**. This programme has two projects. The monitoring and evaluation project aims to develop effective systems for monitoring implementation of the two Conventions and for monitoring and evaluating UNICEF-supported interventions. This will be achieved by supporting the development of a harmonized list of indicators linked to the two Conventions; strengthening institutional mechanisms for monitoring and reporting on the two Conventions; and providing technical assistance to establish an intersectoral database on children in Lebanon. Particular attention will be given to improving the capacity for generating and analysing gender statistics. The main counterpart in this project is the Central Administration of Statistics. Collaboration will also be maintained with the sectoral ministries, the Higher Council for Children, the National Commission for Lebanese Women and NGOs.

29. The information and fund-raising project will support the country programme in all information, communication and partnership-building efforts. It will aim to increase resources for children; influence policy decisions and development; develop communication and information strategies to reach the objectives of the country programme; facilitate information and experience exchange with other countries; and build partnerships with a wide sector of civil society around a common commitment for children's and women's causes.

30. **Cross-sectoral costs** will be used to provide high-quality technical expertise, in a range of cross-cutting programmatic areas, drawn from universities, policy and research institutes, and other centres of excellence. Thus, this component will fund the additional expertise for technical and one-time activities that are integral to achieving programme success.

31. The country programme will maintain its capacity to respond to emergencies. It will contribute to the reconstruction and development process in South Lebanon and the West Beqaa by intensifying programme activities in these regions and undertaking activities specifically tailored to fit local needs, while taking into account new developments. In particular, UNICEF will be involved in interventions

related to mine awareness education and those specifically designed for disadvantaged groups in these regions, in particular young people.

Monitoring and evaluation

32. Programme implementation will be monitored through periodic field visits and consultative meetings with counterparts and beneficiaries, as well as through annual reviews. An integrated monitoring and evaluation plan will be developed, implemented and updated at annual reviews. A nationwide MICS will be undertaken in 2005 to evaluate key programme interventions and orient future action. In addition, specific operational research and studies will be conducted on emerging programme areas, such as youth. An MTR is planned for 2004.

Collaboration with partners

33. The proposed programme has characteristics that require going beyond the traditional partners of UNICEF and seeking new partnerships. Some of these have been mentioned above in each of the programmes. The Ministries of Education and Higher Education, Public Health, Social Affairs, Labour, Economy, Justice and other relevant ministries will continue to be key partners. The Higher Council for Children, the National Commission for Lebanese Women, the Parliamentary Committee on Women and Child, national NGOs and academia are other essential partners. Partnerships with the private business sector, notably those already committed to collaboration with UNICEF, will be expanded from mere funding to a wider partnership that includes pilot initiatives such as internships for young people, and small credit or start-up schemes. Professional societies will play a role in setting standards and ensuring quality assurance. UNICEF will also work with United Nations system agencies, notably with WHO and UNFPA for quality of maternal health services, and with UNESCO and ILO on ensuring education quality and developing an institutional framework and policies for youth who have dropped out of school. Within the context of UNDAF, efforts in the human rights-based approach will involve cooperation with other United Nations agencies in monitoring and reporting on implementation of major human rights conventions and the plans of actions of international conferences.

Programme management

34. The Ministry of Foreign Affairs is the main counterpart and represents the Government of Lebanon in all issues related to the programme of cooperation. On the government side, responsibility for programme management rests with the Ministries of Public Health, Social Affairs, Education and Higher Education, Labour, Justice and other ministries as necessary. UNICEF will also collaborate with NGOs for project implementation, as and when necessary. Heads of government units, in collaboration with UNICEF, will have direct responsibility for planning, implementing and monitoring project activities. Within UNICEF, the representative has the ultimate responsibility of coordinating and managing programme activities.

TABLE

COUNTRY : LEBANON
PROGRAM : 2002-2006

LINKAGE OF PROGRAMME BUDGET AND STAFFING/STAFF COSTS

PROGRAMME SECTION/AREAS AND FUNDING SOURCE	PROGRAMME BUDGET			POSTS a/										STAFF COSTS b/		
	RR	OR	TOTAL	D2/L7	D1/L6	P/L5	P/L4	P/L3	P/L2	IP	NP	GS	TOTAL	IP	LOCAL	TOTAL
REGULAR RESOURCES :																
CHILD CARE AND DEVELOPMENT	511,858		511,858	0	0	0	0	0	0	0	0	0	0	0	0	0
LEARNING	286,000		286,000	0	0	0	0	0	0	0	0	0	0	0	0	0
YOUTH EMPOWERMENT & PROTECTION	436,963		436,963	0	0	0	0	0	0	0	0	0	0	0	0	0
PROMOTION CHILD'S/WOMEN'S RIGHTS	145,976		145,976	0	0	0	0	0	0	0	0	0	0	0	0	0
CROSS-SECTORAL COSTS	1,654,203		1,654,203	0	0	0	0	0	0	0	2	3	5	0	1,511,203	1,511,203
TOTAL RR	3,035,000		3,035,000	0	0	0	0	0	0	0	3	4	7	0	1,511,203	1,511,203
OTHER RESOURCES :																
CHILD CARE AND DEVELOPMENT		1,608,585	1,608,585	0	0	0	0	0	0	0	0	0	0	0	0	0
LEARNING		851,838	851,838	0	0	0	0	0	0	0	0	0	0	0	0	0
YOUTH EMPOWERMENT & PROTECTION		1,725,000	1,725,000	0	0	0	0	0	0	0	0	0	0	0	0	0
PROMOTION CHILD'S/WOMEN'S RIGHTS		425,000	425,000	0	0	0	0	0	0	0	0	0	0	0	0	0
CROSS-SECTORAL COSTS		389,577	389,577	0	0	0	0	0	0	0	0	2	2	0	389,577	389,577
TOTAL OR		5,000,000	5,000,000	0	0	0	0	0	0	0	0	2	2	0	389,577	389,577
TOTAL RR & OR	3,035,000	5,000,000	8,035,000	0	0	0	0	0	0	0	3	6	9	0	1,900,780	1,900,780
SUPPORT BUDGET	Operating costs		544,900													
	Staffing			0	0	1	0	1	0	2	1	6	9	1,922,008	1,792,163	3,714,171
GRAND TOTAL (RR + OR + SB)				0	0	1	0	1	0	2	4	12	18	1,922,008	3,692,943	5,614,951
Number of posts and staff costs:																
Current programme cycle										2	4	11	17			
At the end of proposed programme cycle (indicative only)										2	4	12	18	1,922,008	3,692,943	5,614,951

RR = regular resources.
OR = other resources.
IP = international Professional.
NP = national Professional.
GS = General Service.
SB = support budget.

a/ Each post, regardless of its funding source, supports the country programme as a whole.
b/ Excludes temporary assistance and overtime.